



**SAN FRANCISCO
PUBLIC LIBRARY**

REFERENCE BOOK

Not to be taken from the Library

OCT 22 1984

SAN FRANCISCO PUBLIC LIBRARY



3 1223 90204 5187





Digitized by the Internet Archive
in 2012 with funding from
California State Library Califa/LSTA Grant

<http://archive.org/details/7sanfranciscourba19691970>





REF
711.479
Sa92sa
v.7



SAN FRANCISCO
PUBLIC LIBRARY

REFERENCE BOOK

Not to be taken from the Library

IMPLEMENTATION APPROACHES

Preliminary Report No. 7

San Francisco Department of City Planning
October 1970

SAN FRANCISCO CITY PLANNING COMMISSION

Walter S. Newman
President
Mortimer Fleishhacker
Mrs. Charles B. Porter
John Ritchie
Hector E. Rueda
Thomas J. Mellon
Chief Administrative Officer
Thomas G. Miller
Alternate
James K. Carr
Manager of Utilities
James J. Finn
Alternate

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

Allan B. Jacobs
Director of Planning
Edward I. Murphy
Assistant Director
Dean L. Macris
*Assistant Director -
Plans and Programs*
R. Spencer Steele
*Assistant Director -
Implementation*
Lynn E. Pio
Administrative Secretary

CONTRIBUTING STAFF:

Urban Design:
Richard D. Hedman
Project Manager
Robert S. Betts
Lois J. Chale
William J. Duchek
DeWayne Guyer
Arnold P. Hollander
Dennis M. Ryan
Elizabeth A. Seltzer

Report written by:
Peter S. Svirsky
Senior Planner

Graphics:
Frank E. Hendricks
*Senior City Planning
Draftsman*
Donald A. Brown
Jean E. Cody
Eda Kavin
Frances R. Lawsing

Typing:
Barbara L. Barck
Lenora Lee

URBAN DESIGN ADVISORY COMMITTEE

John Anderson
Edward Bassett
Henrik Bull
Andrew Butler
Mrs. Richard Cahn
Joseph Caverly
Aristides Demetrios
Virgil Elliott
Mrs. Morse Erskine
Mortimer Fleishhacker
Mrs. John Henderson
John Jacobs
Merrill Jew
Edward Lawson
Bob Lillienthal
Robert Lomax
Louis Lowenstein
David Mayes
Thomas Mellon
Jack Morrison
Walter Newman
John Ritchie
William Rosso
John Shellenberger
Sherwood Stockwell
Myron Tatarian

DOCUMENTS DEPT.
SAN FRANCISCO
PUBLIC LIBRARY

REF 711.4097 Sa528p
no.7

San Francisco urban
design study
1969-1970.

SAN FRANCISCO
PUBLIC LIBRARY

84-17

CONTENTS

	<u>Page</u>
I. GENERAL APPROACH IN IMPLEMENTATION	
A. What is Needed	1
B. What San Francisco Has Now	2
C. Deficiencies	6
D. What Ought to be Done	7
E. Guidelines	8
II. MEANS OF IMPLEMENTATION	
A. Private Development	13
Zoning	13
Devices Other than Zoning	18
B. Streets	22
Street Improvements	23
Release of Public Streets	27
C. Other Public Development	30
Priorities	30
Sites	31
Facility Design	32
Special Situations	33

LIST OF DIAGRAMS

	<u>Follows Page</u>
1. The Planning-Development Process	7
2. Process for Private Development under Objective Zoning Standards	13
3. Process for Conditional Uses	14
4. Process for Redevelopment	20
5. Process for Street Vacations and Revocable Permits	27
6. Annual Process for Capital Improvement Program	30
7. Process for Public Site Selection and Facility Design	31

I. GENERAL APPROACH IN IMPLEMENTATION

A. WHAT IS NEEDED

With rising national awareness of the crises of the urban environment, there has been increasing emphasis upon urban design as an agreed-upon area of public concern and control. In San Francisco, this emphasis has bolstered a long-standing conviction that assurance of quality in the environment should be one of the foremost concerns of government. Implicit in such a conviction is the idea that the city must know not only how to plan for quality, but how to implement its plans as well.

This Preliminary Report Number 7 describes a framework and various means for implementing the proposals being developed in the Urban Design Study. It concentrates upon the best ways or alternatives for doing things, rather than upon what should be done or why. After review and discussion of the preliminary plan proposals contained in Report Number 8, a more specific program of implementation will be developed with the Final Report.

Urban design is one element of the comprehensive planning approach that is needed to accommodate growth and change in a manner that will improve the environment rather than detract from it. Conservation and change need not be antithetical, although in San Francisco they have a tendency to be so. To avoid such a confrontation, planning must find ways for the city to take on downtown office construction, increasing tourism, waterfront development, improved transportation facilities, larger hospitals, new housing, population shifts and new public buildings, all without injury to established values. It must do this by preserving the prized characteristics of the city, and by assuring the people of the city more rather than less of a sense of opportunity and well-being.

Urban design planning must deal decisively with present circumstances in the city, and also anticipate future needs and issues. To do this it must define what is meant by quality, and obtain agreement as to the criteria and standards for development that will be followed in the community. This means responsiveness to concerns perceived by the public, and broadening of the well-established San Francisco tradition of citizen involvement.

Though the plans to be used may be consolidated, the public agencies and private participants that will carry them out will be separate and diverse; therefore, there

must be an implementation process that will provide coordination. In that process, the input of professional design guidance, whatever its source, must be well timed to be effective. Any formal review of development, if required, must also be well timed. Timing is key: it is equal in importance to the very substance of the design criteria or standards.

B. WHAT SAN FRANCISCO HAS NOW

San Francisco has developed, especially in recent years, a number of plans, policies and regulations relating to urban design. Few of these have been drawn with urban design concerns paramount, but such concerns have been one of their motivations. The planning elements and their reasons for being are as follows:

1. *San Francisco Master Plan.*

Under Charter provisions effective in the 1940's, the Planning Commission is to "adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county." The Master Plan is a basis for advice to government agencies on the location and use of public facilities, and for all other planning and development efforts in the city. It has been amended over the years, but was not revised in a comprehensive manner prior to the Department effort now under way. Portions of the final Urban Design Plan are intended to be incorporated in the Master Plan, forming the most central guide for urban design decisions in San Francisco.

2. *Regional Plans.*

Of the various regional plans, only the San Francisco Bay Plan of the Bay Conservation and Development Commission has direct bearing upon design decisions in San Francisco. This plan is significant, and is being implemented through BCDC actions on applications for Bay fill and for construction within 100 feet of the shoreline. With the exception of the Bay Plan, urban design issues have tended to be intensely local matters, although local decisions may have strong effects upon regional facilities within the city.

3. City Planning Code.

Well-studied revisions of the 1960 City Planning Code have increasingly borne upon urban design issues. Some of these revisions, such as the downtown zoning amendments, have affected only one part of the city; others, such as changes in R-3 apartment standards, the sign ordinance and the historic preservation ordinance, have had citywide effect. The most recent district-oriented zoning revisions, in the Northern Waterfront and South Bayshore areas, have followed and been based upon Master Plan amendments for those areas. Although the entire zoning ordinance is not explicitly required to be based upon criteria found in the Master Plan, the Code lists among its purposes the guidance, control and regulation of future growth and development in accordance with the Master Plan, and in making zoning decisions the City Planning Commission is required to consider the effects upon the Master Plan.

4. Redevelopment.

Under programs administered by the San Francisco Redevelopment Agency with Federal financial assistance, redevelopment projects are designated, planned and carried out in specific areas. Urban design considerations for these projects, which are vital to their success as city improvements, are found in the official redevelopment plans developed jointly by the Redevelopment Agency and Department of City Planning, and are carried out in review by the Agency of specific development submissions. Redevelopment projects have tended to be large in size, and have had opportunities to remake parts of the city structure and create new environments.

5. Federally Assisted Code Enforcement (FACE).

Federal funds have enabled the City, through the Department of Public Works, to conserve and improve selected neighborhoods by joint private and public efforts. Housing rehabilitation has been accompanied by exceptional expenditure of City money for public improvements, primarily in the street areas. The Department of City Planning assists in the planning and design of these improvements, and in obtaining the participation of neighborhood residents.

6. *Intensive Design of Public Improvements.*

After a decision is made that certain public improvements will be undertaken, the intensive design work is normally initiated by the operating agency, although a private architectural firm is usually employed for new buildings. The Board of Education is concerned with schools, for example, the Recreation and Park Department with park structures, the Housing Authority with public housing, and the Parking Authority with garage facilities. These agencies may seek design assistance from the Department of City Planning. A special method has been followed in the case of the elaborate redesign of Market Street and other transit station areas, for which a Transit Task Force has been created as the supervising City agency.

7. *Design Schemes for Public Facilities.*

As opposed to the intensive design work for adopted improvements, these design schemes are intended only to set general terms of reference and pose alternatives. They may or may not be officially endorsed. One example is the Civic Center Development Plan, which is part of the Master Plan; an earlier plan of this type was done for the Sunset Community Center. Quite recently, a schematic plan was proposed for the staged rebuilding of the roadway corridor linking the two bridges across the northern waterfront, including removal of the Embarcadero Freeway. Operating agencies are involved in drawing these plans, with overall responsibility in the Department of City Planning.

8. *Impact Studies.*

Where major physical changes are scheduled to occur, foresight requires that the effects of those changes be studied and anticipated. Thus, the impact of BART was one of the main subjects of the downtown zoning study, and the City Planning Code amendments resulting from that study have helped accommodate the changes. The impact of BART's Mission Street stations has also been assessed, although as yet the proposals for City actions in that area are incomplete. Similar studies are warranted for other station areas.

[illegible]

Syntherisma

Where major physical changes are scheduled to occur, generally a preliminary study of the effects of those changes is studied and anticipated. Thus, the report is a study of the main subjects of the various zoning study, City Planning Commission meeting and other study have helped coordinate the process. The report of the Mission Street Station has been a positive study as yet the project will be built as in the future and improved. Further studies are anticipated for other activities.

9. *Site Studies for Major Properties.*

When major sites are available, or may become available for public use or other development, schematic studies may be done to determine the most appropriate uses and designs for these sites. The former Wisconsin Street public housing site was given such treatment. Another example is the report prepared for Forts Mason, Miley and Funston when it appeared those Federal properties might become available for City use. Similar site planning was done for the Cliff House-Sutro Baths area, in that case as part of the presentation of a bond issue for public acquisition of the site.

10. *Unadopted Policy Statements.*

Although most studies with urban design import have resulted in official action by policy-making public agencies a few have not. These unadopted statements may have significant information and commentary useful for later proposals that do result in official actions. One example is the Downtown General Plan Proposals of 1963, which were not adopted themselves but formed part of the basis for the downtown zoning proposals of 1966 and the design of Market Street improvements. Over the years few threads of design planning have been lost; most have been incorporated in later work.

11. *Unofficial Studies.*

Without benefit of formal commissioning by the City, private studies by citizen groups have contributed design insights that have stirred private enthusiasm and sometimes resulted in City action. The Upper Market Planning Association has developed design concepts assessing, among other things, the effects of the Church and Castro Street transit stations. The Bernal Heights Neighborhood Association drafted a plan which, with some modification, was approved by the City Planning Commission; the plan gained additional status when the neighborhood was made a FACE area. On many occasions the San Francisco Planning and Urban Renewal Association (SPUR) has offered comments and design solutions; SPUR is now engaged in a major planning effort in the Richmond District.

C. DEFICIENCIES

As effective as these community urban design planning efforts have been in their separate ways, they have clear deficiencies. There is no comprehensive plan for urban design, no common ground on which the various efforts are related. Today's design planning is incomplete and fragmented. There are gaps, overlaps and sometimes conflicts. When a new issue arises there may be no existing reference points, and a special effort may have to be made to establish them.

Just as there is no overall plan for urban design, there is no overall implementation system, no authorized hierarchy of standards and procedures. City actions may not always occur in the same way, and even when they do the design inputs may not come at the same time and in the same manner in each case. If such inputs come sporadically or too late they will not be effective, or they may halt the project after high costs have been incurred.

In this atmosphere there is apt to be an unnecessary and undesirable pluralism, resulting from the inability of public agencies, private groups and the public in general to find common reference points. The consequence is conflict and lack of understanding of competing viewpoints, often without reason. The conflict may be accompanied by ad hoc decisions and charges of "obstructionism" versus "railroading".

Such a state of affairs is nothing new in urban development. But it should be recognized as resulting more from confusion than from deep-seated antagonism. Extremes in point of view often result from disagreement as to who should have the burden of proof that either conservation or change is desirable or undesirable. If the decision-maker is faced with pure approaches that say on the one hand that there can be no conservation if there is change, and on the other that survival depends upon a city's bigness and its tax base, then he is in an impossible position. The middle ground in development must be examined: controlled growth, regulation of the external effects of development, and user charges to offset the community costs.

Democracy makes decisions difficult, especially where transcending principles may not be of long standing in the community, but the decisions arrived at may be more acceptable to people than they would be in a non-democratic society. On the other hand, the free society may be in constant danger of sacrificing quality in the environment unless it is well governed. And such sacrifice of quality can lead to social attitudes of depression and frustration, based upon the knowledge that government is not being properly responsive to the needs of all of society.

D. WHAT OUGHT TO BE DONE

The Urban Design Plan that will be proposed, when adopted as an element of the Master Plan and in other measures, will be an important part of the framework for design planning. The other parts of that framework are

- (1) recognition of the planning-development process,
- (2) better organization for design planning, and
- (3) community education.

The Department of City Planning has for some time been structuring its work in terms of a "planning-development process". This process consists of five stages:

- (1) framing of basic objectives and policies for the city;
- (2) drafting of improvement plans for residence, commerce, transportation and other elements of the city structure;
- (3) development strategy, in which priorities are assigned and resources allocated among the competing needs of the city;
- (4) area planning, which addresses the particular needs and issues confronting specific districts and neighborhoods; and
- (5) development programming, or implementation. In development programming are included the selection of specific projects to be undertaken, fiscal controls, land use regulations, review of development proposals, detailed design, construction and maintenance, all programmed over time.

As this progression in the planning-development process is better recognized, and as it is incorporated in the activities of City agencies, the crucial points for exercise of urban design planning will become clearer. Design considerations are, in fact, important at each of the five stages, and in the case of all the planning elements the stages build upon one another. The Urban Design Plan corresponds to the first two stages: objectives and policies and improvement planning. Based upon these citywide considerations, urban design becomes an element of area plans. The final stage is composed of the means of implementation of citywide and area planning.

1 OBJECTIVES AND POLICIES

Development of longer-range objectives, policies and general plans for the improvement and future development of the city, organized in terms of eleven planning elements:

Residence
Recreation & Open Space
Urban Design
Transportation
Commerce
Industry
Manpower
Education
Social Services
Health Care
Public Safety

Revision of each element according to concerns expressed during citizen review period. Adoption of objectives, policies and plans for these elements as part of the San Francisco Master Plan.

2 IMPROVEMENT PLANS

Preparation of citywide improvement plans which translate longer-range objectives, policies and plans for each element into shorter-term programs, sites and targets. Improvement plans are developed with assistance from agencies responsible for carrying them out.

Transmittal of programs to elected officials and public agencies for endorsement and implementation.

Biennial review and revision of improvement plans based upon changing conditions and actual progress.

3 DEVELOPMENT STRATEGY

Analysis of interrelationship among planning elements.

Establishment of a development strategy with priorities for achieving the objectives, policies and plans in a coordinated manner.

Allocation of City resources in accordance with the development strategy.

4 AREA PLANNING

Planning for specific communities in San Francisco, with participation of residents, at one of three levels:

- a. Liaison with residents of communities.
- b. Study of communities and evaluation of their needs.
- c. Preparation of area plans for communities, districts of the city, and sites of special interest to San Franciscans.

Adoption of area plans as part of the San Francisco Master Plan.

5 DEVELOPMENT PROGRAMMING

Scheduling and guiding of specific project activities in public and private sectors, including:

Capital Improvement Program
City Planning Code (zoning)
Legislative Referrals
Urban Renewal
Program Budgeting
Special Development Opportunities

Organization for urban design implementation is a concern of the whole City government; many agencies are involved. In this organization, the Department of City Planning has a central role, coordinating activities in terms of established objectives and policies, counselling the Mayor's Office and advising the agencies involved in design decisions. The Department can perform this role only with accomplished, permanent staff in the urban design field, with both practical and theoretical experience. It is they who must review design proposals, pose alternatives, and have charge of the City's growing body of design policy.

Community education means education of everyone involved in urban design decisions, including interested citizens. Much of this will occur on a case-by-case basis as development proposals are reviewed. Well-informed press accounts are of assistance in this respect. Public affairs reports in the communications media provide another outlet, as do special materials prepared for schools and libraries. Citizen groups offer interested audiences that will focus on specific neighborhoods and issues. Special advisory committees can carry out successful two-way communication, if such committees have their functions defined and understood. Advisory committees are, of course, only a supplement to other means of arriving at decisions, rather than a device by which government responsibilities can be abdicated.

E. GUIDELINES

In development of standards and procedures for urban design implementation, certain common guidelines should apply regardless of the means used, and regardless of the issues involved or the subject matter. Among the more significant guidelines are the following:

1. *Adaptability.*

Future, as well as present, needs should be considered, and standards and procedures should either cover new situations or be capable of appropriate modification. If new types of public buildings will be required, for example, design guidance should be available without major new study.

2. *Foresight.*

It cannot be assumed that things will continue as they have been. The design attributes related to San Francisco's street pattern, for example, may have been established by happy accident, but that does not mean they will remain as they are without a deliberate effort. The same is true of the city's use of topography, its relationship to the Bay, and its scale of buildings.

3. *Focus.*

Special attention should be given to those areas and features that will experience pressures for development and change. Where possible, standards should be put into effect before pressures can build to a breaking point, as was the intent of recent zoning measures for the northern waterfront. It would be a basic error in design planning, however, to look exclusively at the pressure points in the city, since this would sacrifice the development of citywide principles. Also, high priorities should be accorded to areas having severe environmental deficiencies, locations that will have significant public improvements, and other areas where design planning can result in substantial benefits.

4. *Continuity.*

Existing standards and procedures should be looked to before new ones are suggested. New regulations and ways of doing things may call attention to the importance of design planning, but they are apt to cause confusion, waste motion and resistance from the established structure. Under this guideline, for example, expansion of the well-tested conditional use procedure in zoning should be considered before any new procedure is proposed.

5. *Feasibility.*

Any design process proposed must be feasible in terms of staff, organization, administrative capacity, time, money and work space, and it must make sense as part of the whole work program and budget of the Department of City Planning and other agencies. If what is proposed is important enough, however, it is possible that department priorities will have to be changed.

6. *Economy.*

It is often assumed that quality costs more than the lack of it. This is an assumption that ought to be examined in each case in which a decision is to be made. It may be that more factors or a greater time span needs to be considered. When the elevated Embarcadero Freeway was built, it was assumed that its design was the most economical for a limited-access highway in that corridor. It is all too plain today that that concept of economy did not include non-monetary cost factors now thought overriding by the people of the city. When the elevated freeway is eventually removed, it will be apparent that with a better initial design effort both money and other public costs would have been saved.

7. *Integration.*

Design must be considered in relation to other aspects of each problem. This is implicit in the planning-development process, where the city's needs for transportation, housing, schools and other elements are brought under a common system of policies and priorities. Economic and social costs are assessed in this system. Urban design considerations must be weighed together with all the other aspects, not for the purpose of compromising them but to give them added meaning. There is no point in designing facilities that are certain not to be built, or that are capable of being built only in some other way.

8. *Objectivity.*

Urban design planning cannot operate over time without purposeful guidelines, criteria, standards, procedures and records. First preference should be given to standards and procedures that do not require an exercise of discretion. Objectivity tends to lend greater predictability, fairness and administrative ease. Where it is practical to do so, the data should be brought in and the hard decisions made when the standards and procedures are first set up. Nevertheless, circumstances change, and design planning should not be limited to factors that can be readily quantified for future time. Therefore, an effort should first be made to find objective standards but, where a necessity can be shown, discretion should be prescribed according to suitable criteria.

9. *Hierarchy.*

Implementation of urban design planning occurs at various levels of formality. Often no one level will be sufficient by itself. The most formal levels are established by the Charter or legislation: enactment of objective standards, or criteria for discretion (as in the City Planning Code), or setting up of processes (as for the Capital Improvement Program). At another level are policies, especially those adopted by the City Planning Commission in its Master Plan, which may be a basis for legislation or for less formal implementation devices. At lower levels are various administrative guidelines and procedures, precise planning studies, and educational materials.

10. *Flexibility.*

Urban design planning does not seek rigid order in the city; rather, it seeks balance and compatibility. Therefore, design implementation is directed not toward sameness and sterility, but toward complementary patterns in which diversity, variety and even randomness may be welcomed. This means that all feasible latitude should be given to the design professionals for individual projects, within the context of overall design planning. To the extent possible, each case should be considered on its own merits.

11. *Harmony.*

City development will not proceed smoothly and to public advantage unless there is an early and continuous exchange between design professionals who represent the individual projects on the one hand, and those who advocate the broader urban design considerations on the other. In many past cases, such an exchange has occurred and has been successful. In some other cases it has not occurred, or has occurred too late, and in those cases the results have tended not to be satisfactory for the city at large. Processes established in urban design planning should not assume that there will be strong conflicts, confrontations and appeals. The results of repeated showdowns will almost inevitably be poor design solutions, arbitrary standards and public frustrations.

12. *Positive Approaches.*

Negative standards are relatively easy to draw up. They require only decisions to prevent certain things from happening, without necessarily any objectives or certainty as to how development should occur. Positive decisions are more difficult, and must depend upon an extensive review of design considerations. The downtown zoning bonus provisions are positive, as are the criteria for development along the northern waterfront.

Despite past conflicts over urban design issues, the city has much to be positive about. It thus far has not lost its place among the cities of the world in pleasing appearance. It will soon have a transit system of high quality and a new Market Street. With much of its land publicly owned, including its port, the city is in a position to influence design decisions to an extraordinary degree. The economic base is strong, with major new activity downtown, in expansion of institutions, and in recreation-oriented commercial areas; much of this new development has been of good quality. Lack of population increase creates an enviable opportunity for improvement of the quality of life of the diverse residents and neighborhoods of the city. An alert citizenry will help to capitalize upon that opportunity.

II. MEANS OF IMPLEMENTATION

Using the general approach outlined above, a system of implementation must be fashioned and built upon to coordinate urban design decisions affecting private and public development. The principal means of implementation are described below.

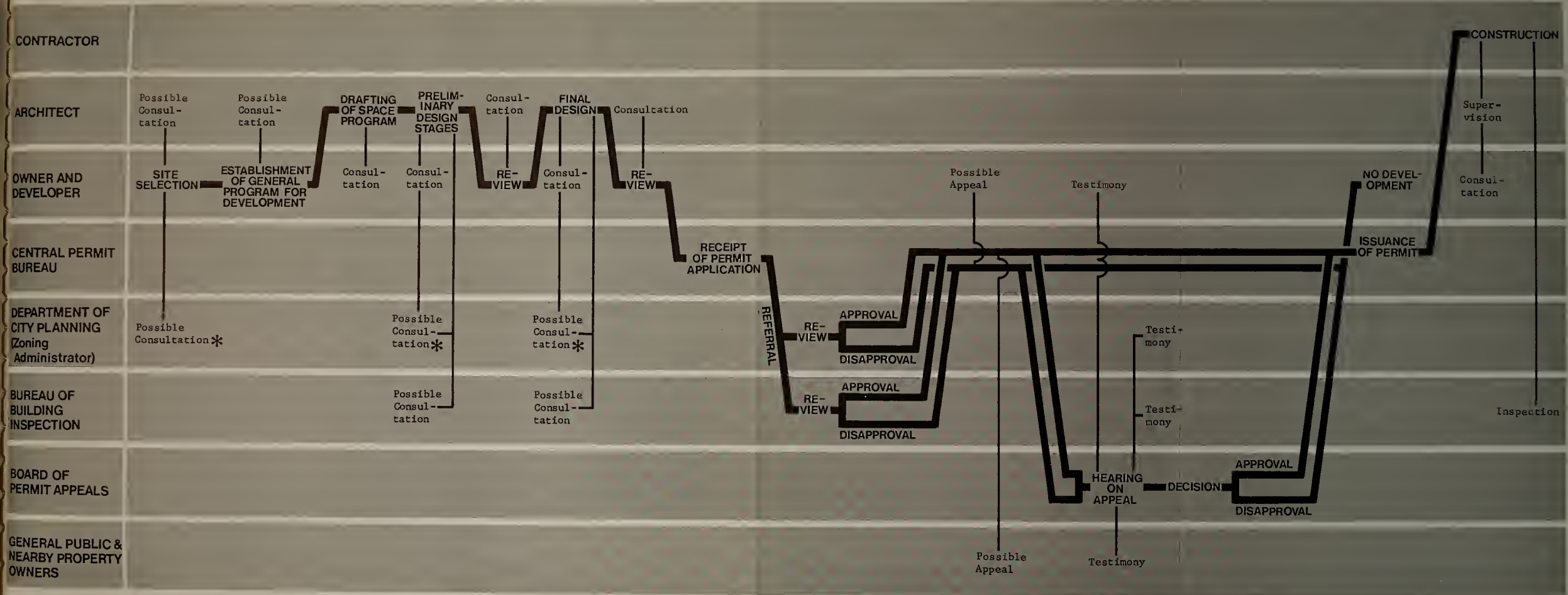
A. PRIVATE DEVELOPMENT

In sheer quantity and variety of changes, private development has the greatest effect upon the character of the city. It is also less subject to organization and control than use of public property. This is as it should be, and the city is perhaps a better place for the random nature of much of its past development. However, with changes in forms of construction, especially those that have resulted in buildings of larger scale, there have arisen pressing issues as to the location and overall form of development, individual relationships of buildings and open spaces, and preservation of significant man-made and natural features.

ZONING

Zoning is a well-seasoned device for guidance of private development, and it has had more importance to San Francisco than to most other cities. The City Planning Code has proved to be an adaptable instrument over the 50 years of its existence, and especially so in the past decade. The trend is toward greater flexibility: positive provisions such as the downtown bonuses, overlay districts that allow departures from the basic zoning map pursuant to area planning, and a more conscious tie between the zoning ordinance and policies of the Master Plan. The Code is administered entirely by the Department of City Planning, so that experience in its application can be easily fed back into improvement of the standards. The Code's adaptability and responsiveness make it a logical location for standards and procedures related to urban design.

Objective standards can be incorporated in the City Planning Code either on a citywide basis or according to established zoning districts, special areas, or separate types of land uses. Such standards are administered primarily through review of building permit applications. Decisions of the Department (through the Zoning Administrator) can be reviewed by the Board of Permit Appeals, but only for error in interpretation.



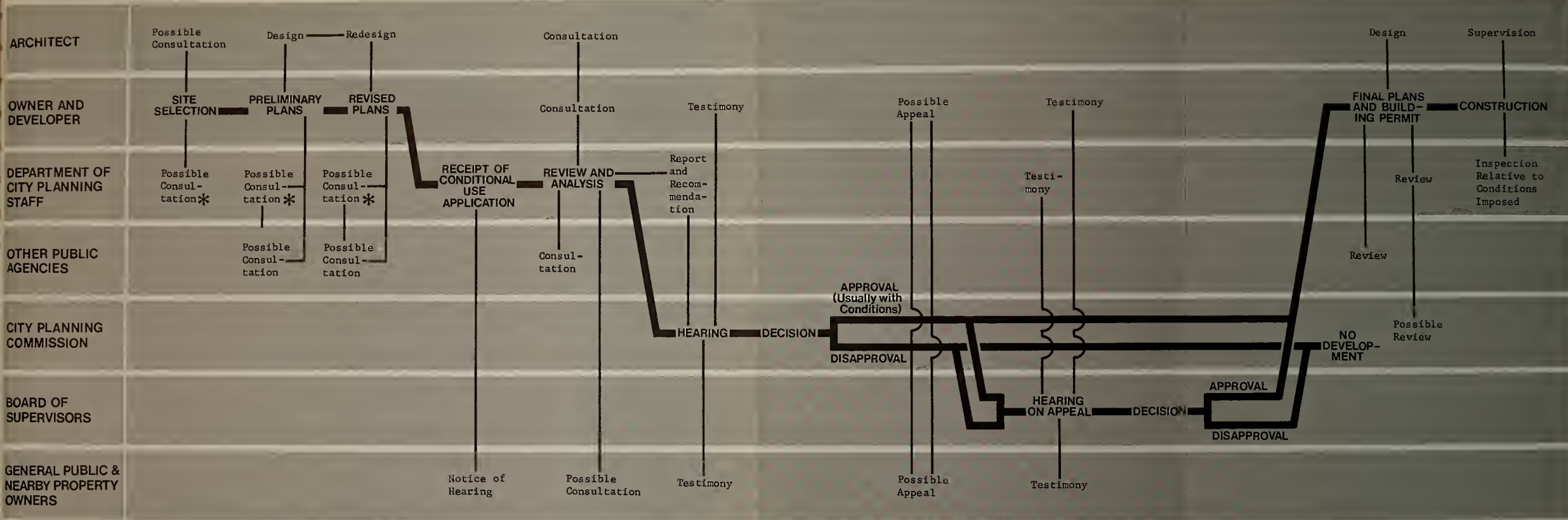
*Critical points for urban design inputs.

PROCESS FOR PRIVATE
DEVELOPMENT UNDER OBJECTIVE
ZONING STANDARDS

Discretion under the City Planning Code has normally been made the province of the City Planning Commission, through the conditional use procedure. This procedure, which is applied in practice to other characteristics of development in addition to "use", comes into play where a given type of development can be permitted at a certain location only if criteria set out in the Code are met, and only if special conditions are imposed upon the development or its operation. Since 1960 the conditional use procedure has been applied to uses which may have serious external effects upon the immediate area, such as medical facilities, parking lots, hotels and animal hospitals. More recently, the procedure has been broadened to include such factors as the location and design of downtown garages, and the heights to be permitted for buildings on Nob Hill and in portions of the northern waterfront.

Approval of a conditional use means approval only of specific building plans. The plans submitted are often modified according to conditions spelled out in the approval, applying to such features as siting and shape of buildings, landscaping, handling of traffic and location of parking. Either a Commission disapproval or the imposition of conditions can be appealed to the Board of Supervisors. Conditions are enforced by the Department of City Planning, although the Department is hindered by the fact that it is not staffed to make inspections while construction is in progress.

As in any review of plans where discretion is to be applied, the conditional use procedure is most successful where the Department staff is given early and frequent opportunity to confer with developers and architects to indicate design terms of reference and the staff's probable recommendations to the City Planning Commission. In many cases these conferences do not occur early enough. Experience has shown that conditional use review is far more difficult if plans are not available for review until the time of formal filing of an application. In some cases even the selection of a site should not occur until staff advice has been sought. These problems can be overcome only by continued education of developers and architects as to the importance of working with the staff. The staff efforts would also be helped extensively by availability of administrative guidelines and urban design manuals which set common points of reference.



* Critical points for urban design inputs.

Planned Unit Developments are a form of conditional use that can be applied to large sites. For an area of three acres or more, a developer may seek relaxation of certain standards such as yard requirements and dwelling unit density limits, on the basis of plans for the total area that compensate for such deviations with other advantages. Quite thorough review can be given in these cases, and development schemes can be considerably improved in the process, but the number of applications has been small. Sites of such size are not common, and in any event the application to the City Planning Commission is voluntary rather than mandatory.

The other public hearing cases in zoning are for reclassifications (rezonings) and for variances, and under neither of these procedures is it possible to apply straightforward and binding urban design solutions. In reclassification cases, the City Planning Commission is considering only the legislative propriety of a change in zoning district, and not the advantages or disadvantages of a specific development for the property to be rezoned. Approvals do not bind the developer to any specific set of plans. Appeals from Commission disapprovals are taken to the Board of Supervisors. In variance cases, the Zoning Administrator is empowered to impose conditions, and his approvals are tied to specific plans, but the issues raised relate not to the desirability of the project design but to hardships affecting the site. The variance procedure is simply not intended to address design considerations in most cases. Decisions of the Zoning Administrator on variance applications are appealable to the Board of Permit Appeals, which may reverse his action or modify his conditions.

Among the urban design issues that have been or can be addressed by zoning standards and procedures are the following:

1. *Height.*

Limits on height of buildings can be imposed for a variety of purposes: maintenance of views and skyline form, allowing penetration of sunlight, and encouragement of proper scale, unified development and preservation of structures. Some height limits are established by basic zoning districts, and others by special height districts. It may also be required, as at the top of Nob Hill, that all buildings over a stated height be reviewed under conditional use procedures by the City Planning Commission, and height limits may be imposed as a condition in other conditional use authorizations.

2. *Bulk.*

The total size of structures is established by the maximum floor area ratio in each district, which makes bulk proportional to site size. Limits on horizontal dimensions occur only indirectly now, as a product of the height and floor area ratio limits, the ground level open spaces that may be required, and some of the downtown bonuses. Horizontal dimensions might be directly controlled by zoning, and standards relating to color, texture and other articulation of surfaces would have an effect upon the apparent bulk of buildings.

3. *Size of Projects.*

Under existing zoning provisions, an increase in the size of a building site can result in a corresponding increase in height and bulk. The resulting construction can have a considerable impact in any part of the city, and especially so in more outlying areas that in the past have been characterized by small-scale construction. Unless assembly of such large sites is somehow avoided, massive construction can be prevented only by arranging zoning standards so that there is less of an advantage than at present in the use of large sites, or by establishing a process for mandatory review of all large projects. Under such mandatory review, any project exceeding a certain criterion such as a stated site size would be specially reviewed.

4. *Removing Natural Features.*

To some extent, zoning can help emphasize and preserve natural features: height limits can help maintain the hill forms, and review of hillside development can attempt to maintain existing contours and ground cover. If development of natural areas is sought to be avoided totally, however, zoning is not the proper device. In the case of the Sutro Baths area, for example, only public acquisition of property interests can assure that the area will be kept in its natural state.

5. *Special Areas.*

San Francisco has sought to maintain and improve certain areas of special character by creation of districts (usually called special use districts) in which supplementary standards and review procedures apply: the northern waterfront and the top of Nob Hill are examples.

In the case of Market Street, a special sign district was enacted for this purpose. In New York City, the theatre district and Lincoln Center were given special district treatment, going one step beyond the downtown bonus system now in use in San Francisco. The special district approach has considerable promise for future use in zoning.

6. *Types of Buildings.*

Where certain types of buildings can have serious effects on the environment, they can be specially reviewed. This is true now of hospitals, which require conditional use consideration in residential areas. Other types of buildings could be similarly treated.

7. *Types of Activities.*

City Planning Code standards establish which activities are permitted in each zoning district, and at what densities. In many cases, mixed uses are permitted in a single building or development.

8. *Character of Development.*

Most of the standards listed in the items above affect the general development character of an area. At a more detailed level, that character is also influenced to a considerable degree by the limits on building coverage, the yards and setbacks required, and the restrictions for such features as signs.

9. *Treatment of Street Frontages.*

Many of the principles discussed in the Urban Design Study have to do with the detailed design of buildings along street frontages. These principles point to promotion of visual interest along streets -- continuous store frontages and richness of architectural detail -- and the absence of blank walls, rows of garage doors and open parking. They also advocate the use of buildings to advantage in defining public spaces, and creation of plazas and arcades. If such principles can be defined clearly enough, they can be incorporated in the zoning provisions, particularly for special districts, and referred to in review procedures. Some of these principles are already being carried out in standards for the downtown area.

10. Access to Public Spaces.

In some areas of the city, one of the most important criteria for development is that access be maintained or opened up to public spaces. This is especially true on the waterfront, where very often a condition of development ought to be visual or physical access by the public to the water; the conditional use review established by a special use district in that area is intended to accomplish this purpose. In the downtown area, the bonus system is helping to open up access to transit stations and walkways between streets.

DEVICES OTHER THAN ZONING

In addition to zoning, there are a number of other devices that may influence urban design aspects of private development. These devices may or may not be coordinated with one another in present practice. If coordinated, and used together with zoning, the devices can have a strong influence.

1. Landmarks Preservation.

Since it was established in 1967 by an amendment to the City Planning Code, the Landmarks Preservation Advisory Board has been advising the City Planning Commission and Board of Supervisors on the designation of landmark buildings of historical, architectural or aesthetic interest or value. Designation may delay or discourage destruction of these landmarks. The enabling ordinance is broad enough so that landmark status can be given to districts as well as buildings. Expansion of Landmarks Board activities would require more attention to priorities, criteria and staffing.

2. Subdivision Regulations.

Under State law, the City's Department of Public Works administers regulations for land subdivisions. In each case the City Planning Commission is asked for an advisory report concerning the relationship of the subdivision to the Master Plan. An ordinance being drafted by the Department of Public Works would spell out the regulations more explicitly, and could include urban design criteria to be considered by the City Planning Commission in its review.

3. *The Building Code.*

Although not intended to have direct urban design implications, the Building Code may have an effect upon building heights, materials and other aspects of construction that do relate to urban design. These safety requirements are for the most part taken as givens in urban design studies.

4. *Discretionary Review.*

Under the Charter and Municipal Code, the City Planning Commission is empowered to exercise a broad power of discretionary review where the public interest would be seriously endangered by a contemplated building project. The power has at times been used for review of single buildings or pursuant to Commission resolutions establishing a review policy in designated areas. Its most effective function, however, has been to stave off incompatible development that would violate the terms of zoning controls actively being considered or already adopted but not yet in effect. The power is used sparingly, since as an extraordinary measure it does not carry with it its own criteria for review, and since exercise of the power will often come too late in the design process for feasible changes to be made in the developer's proposals. Appeals from actions of the City Planning Commission in discretionary review cases are taken to the Board of Permit Appeals.

5. *Architectural Control.*

In some other cities, a review process labeled architectural control takes place, in which an expert board considers all plans for new buildings and exterior alterations in a designated area. The objective, for the most part, is to preserve the established character of the area by avoiding sharp deviations in appearance. Standards are apt to be stated in terms of harmony with existing buildings and lack of detrimental effects, while reference to a positive design plan for the area is rare. In San Francisco there is no such procedure established, with the exception of the procedure for landmarks districts. In view of the flexibility of the conditional use procedure, and the somewhat narrow use to which architectural control can be put, it does not seem likely that regulations carrying the architectural control label will be an outgrowth of the Urban Design Study.

6. *Redevelopment Plans.*

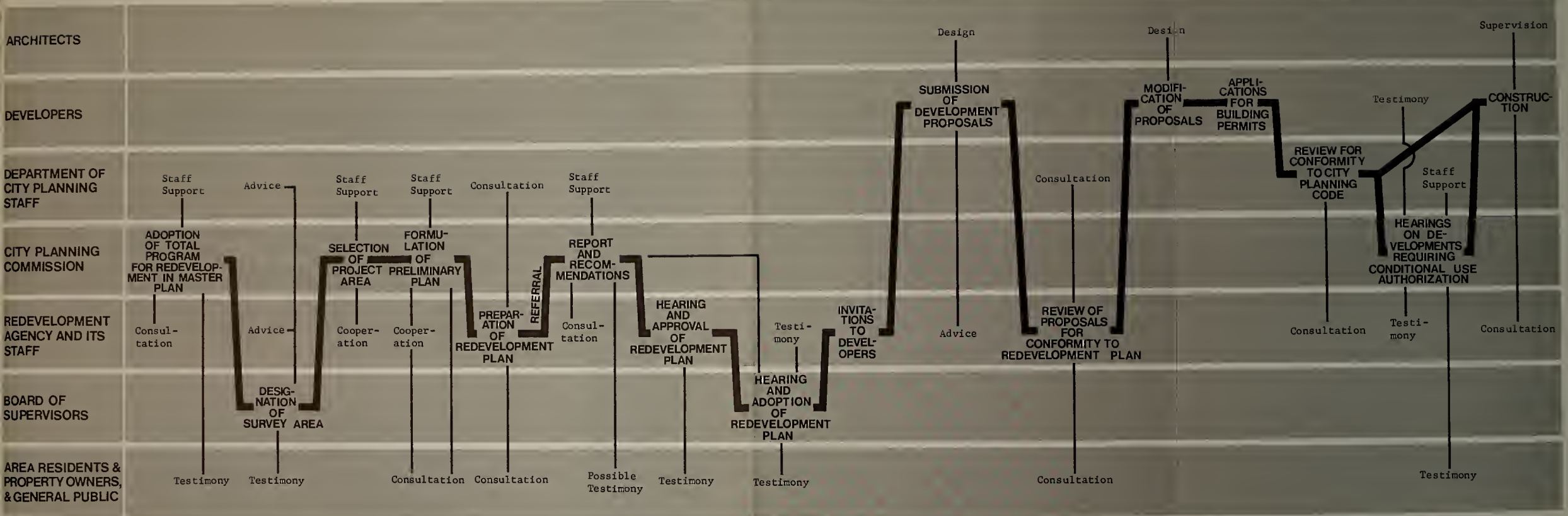
The San Francisco Redevelopment Agency is in a position to assure design excellence in its project areas through its review process for development submissions, due to the coordinated nature of development in project areas and the leverage given the Agency by its position as vendor of property. Much of the construction in project areas speaks for the effectiveness of this process. As certain projects are completed and others are undertaken in the context of citywide design planning, more attention may have to be given to the permanence of public controls over completed projects and to the placement of redevelopment projects in a larger urban design setting.

7. *Bay Fill.*

Through review of permit applications for placement and replacement of fill, and for development within 100 feet of the shoreline, the Bay Conservation and Development Commission is able to supplement local design review efforts. The special emphases of the Bay Commission are upon minimizing bay fill, reserving the shorefront for uses that require shorefront locations, and promoting public access to and use of shorefront lands. These objectives are consistent with San Francisco's waterfront plans.

8. *Private Covenants.*

Much land in San Francisco, especially in the more recent residential subdivisions, has private covenants restricting the character of development. Where these covenants are more restrictive than zoning provisions they will prevail, although enforcement actions must be pursued privately. If the covenants are less restrictive, the zoning regulations prevail.



NOTE: Approvals by the U.S. Dept. of Housing and Urban Development are also required at many of these stages.

Similar steps are taken for modifications before adoption, and for amendments to the adopted Redevelopment Plan.

9. *Taxation and Financing.*

Hidden urban design influences may sometimes be found in the various forms of taxation and financing, which may determine the selection of building materials, the pace of development or the scheduling of repairs. If the influences are not positive, urban design planning may be able to suggest how to make them so.

10. *Recognition of Merit.*

Short of direct controls over development, exceptional design can sometimes be encouraged by awards of merit given after projects are completed. Such awards have prestige and sometimes commercial value. Under the landmarks ordinance, structures of merit can be designated by the City Planning Commission. This is a worthwhile procedure, although it is probable that the designs in question would be executed even without the possibility of such awards being given. In any event, merit awards do help to establish a climate of encouragement in which excellence of design can flourish.

11. *Education.*

Work such as that in the Urban Design Study may be most effective when it produces written and illustrated manuals showing the design principles sought to be carried out in the city. Such manuals are useful as terms of reference for the Department of City Planning staff itself, for other public agencies, for architects and developers, and for the public at large. Urban design principles are often not clearly understood, even by practitioners, unless they are simply set forth both in text and in graphics.

B. STREETS

Second in importance to the changes brought by private development are the changes made in the street system. Streets and highways make up more than one quarter of the city's land area; they are the largest public investment and require a large proportion of each year's capital improvement budget. From an urban design standpoint, streets are among the most prominent features of the city.

Streets are organized into citywide, district and neighborhood systems for movement of automobiles, trucks and transit vehicles; they are also used for storage of vehicles. Pedestrians depend upon the streets for movement and other functions, and various utility lines run above and below street surfaces. These functions of streets have urban design implications.

Streets have other functions, too. They are part of the city's open space system for light and air and certain types of recreation. In the regulation of development densities, streets are part of the "breathing space" that permits higher densities on private properties. View corridors and interesting vistas are provided by streets, and street areas are used for a variety of landscaping. In addition, streets provide orientation for travelers and help define the boundaries and character of neighborhoods. These functions, too, have urban design implications.

Decisions concerning streets must be made with great frequency by City agencies. These decisions have to do with how streets are to be used, and how they may be modified. They have to do with priorities for improvements that will increase street amenities. And, at times, decisions must be made upon requests for removal of streets from the public domain.

In order that such decisions may be made with certainty and administrative ease, various levels of planning are required for the citywide street system, areas of the city, and individual streets. Complex machinery is established for assessing street needs throughout the city, initiating possible projects, determining the impact of projects, setting priorities, financing, designing improvements, and execution of work.

Most of these functions are performed by the Department of Public Works. The Department of City Planning, however, is involved in the basic planning of the street system through the Master Plan, the coordination of projects through the Capital Improvement Program, and the design of certain improvements. Many of the decisions that are

to be made must rest, in fact, upon the fundamental classification of streets as to their planned purposes. This classification system, to be truly useful, must cover all streets: it must indicate not only those streets that will carry major traffic but also those that will carry little or none. And the classifications should reflect the non-traffic functions of the streets.

The classification system and other aspects of streets having major urban design implications should be included in the City's Master Plan. More detailed planning should be carried on jointly by the Department of City Planning and the Department of Public Works, with special attention to the points in time at which urban design inputs are most critical. In certain cases special task forces can be created if they will provide improved coordination. A promising device for coordination of the work of all affected agencies on a continuing basis is the Interdepartmental Staff Committee on Traffic and Transportation, consisting of representatives of the Departments of Public Works and City Planning, the Police and Fire Departments and the Municipal Railway, which emphasizes operational details but could have an increased role in project formulation.

STREET IMPROVEMENTS

Changes in streets and highways are a matter of either State or local jurisdiction. State and interstate highways and the bridges are the responsibility of the Division of Highways, the Division of Bay Toll Crossings and the Golden Gate Bridge, Highway and Transportation District, and local influence is a function of the degree of cooperation of those agencies with the local government. The other aspects of streets are under local control.

Local measures affecting streets may be divided into the following categories:

1. *Major Changes.*

These are changes that significantly alter the flow of traffic, usually by increasing the carrying capacity, clarity and safety of major routes. They include street widenings, reconstruction, changes in street grades and intersections, lane channeling, one-way systems, and in some cases new streets and interchanges. Collectively these changes are the most expensive, and they tend to have the greatest effects on nearby properties. Most of them are referred to the City Planning Commission for a report on their relationship to the City's Master Plan.

2. *Traffic Diversion.*

As major routes are improved, it is possible for other streets to be redesigned to carry less traffic. Methods suggested in other reports of the Urban Design Study include stop signs, narrowing of roadways, and closing of connections to major streets. In cases of serious blighting of neighborhoods by traffic, such changes may be warranted even without corresponding improvement of major routes.

3. *Landscaping.*

Tree planting, street buffering and other landscaping are done through either public programs, voluntary private programs, or mandatory conditions imposed upon private development. Planting programs are administered by the Bureau of Street Cleaning and Planting of the Department of Public Works with the advice of the public officials and private citizens who make up the Street Tree Planting Advisory Committee. Over the past ten years, 15,000 trees have been planted in streets by the City and 90,000 by abutting private owners. Unified landscaping projects tend to follow major street changes and neighborhood upgrading programs, while private efforts are quite scattered. Advice of the Department of City Planning is sought in landscaping programs. Landscaping conditions imposed upon private development are usually those resulting from City Planning Commission actions on conditional use applications.

4. *Lighting.*

Improvements in street lighting may occur in connection with other changes in streets or independently of them. The type and amount of lighting used helps to establish the character of each street, and it therefore is related to the classification of streets by function.

5. *Street Furnishings.*

A great many features, from trolley poles to flower stands and from fire hydrants to newspaper racks, occupy street areas. Some are specifically permitted under the Police Code, and others are allowed by revocable permit or simply by sufferance. More than a half dozen City agencies, the public utilities and even the U. S. Post Office are involved in placing these features on the sidewalks. To some extent the Department of Public Works and the Art Commission can coordinate design and placement, but thus far the only real success has come where specific areas,

such as Market Street, Mission Street and some of the redevelopment projects, have been singled out for major design efforts. The experience gained in these projects could help in a later citywide program.

6. *Undergrounding of Utilities.*

At an annual rate of between two and one-half and five miles, overhead lines are being placed underground in a cooperative program of the City and the privately owned utilities. The City pays for undergrounding its services (police and fire alarm systems and power for street lighting), the private utility companies for theirs, and the abutting owners for new underground connections to their properties. Procedures are set forth in the Electrical Code. High priority is given to areas with major street changes and neighborhood upgrading programs, where undergrounding will have the least cost and greatest impact. In new subdivisions, undergrounding of all utilities is normally required, and it is stated policy of the Board of Supervisors that all utilities in the city should eventually be undergrounded.

7. *Parking and Loading.*

Provision for or discouragement of parking and loading in street areas, and the manner in which parking and loading areas are designed, can have a significant effect upon street character. Changes in parking patterns may make possible new landscaping and sidewalk paving. Where truck loading must be provided on-street for properties with no other access, loading bays such as those designed for Market Street help to reduce the disruption to both the roadway and the sidewalk. Actions of this type are initiated jointly by the Department of Public Works and the Department of City Planning or Redevelopment Agency.

8. *Curb Cuts.*

The Department of Public Works administers rules for the length, number and location of curb cuts along sidewalks. Unless the roadway has been legally designated as having limited access, and in the absence of other special circumstances, a curb cut must be permitted. In some cases restrictions may also be imposed in approval of projects under the City Planning Code. Policies affecting the frequency and design of curb cuts will help to determine street character.

9. *Maintenance.*

In this category are the continuing City programs for maintaining street quality: cleaning, tree servicing, street repairs, and resurfacing. Maintenance is needed throughout the city, and especially on heavily travelled streets. The legacy of inadequate maintenance is deterioration of both the streets and the neighborhoods through which they pass.

The key to all of these measures affecting streets is financing. Total financial resources are limited; each resource may have limitations as to the purposes for which it may be spent; and each resource may have priorities set for its use.

The bulk of City financing of street work comes from gas tax funds collected by the State. Use of gas tax funds is limited by State regulations, and much of the money is required to be used for improving roadways, especially on the "select system streets" that carry through traffic, with an emphasis upon high capacity and volume of traffic. Not all gas tax funds are so committed, however; some may be used for landscaping and other projects that increase the quality of the street environment, and there have been recent indications that State regulations are being liberalized in this respect. It would seem that efforts to divert gas tax funds by legislative means to programs for protection of the environment might well be redirected to securing new uses for these funds under existing law.

In San Francisco, gas tax funds have also been turned by the Board of Supervisors to use for street cleaning, a move viewed with some alarm by the Department of Public Works as needed improvement and preventive maintenance projects are forestalled. Cleaning has traditionally been the only street cost charged against the property tax rate, with most other maintenance covered by gas tax funds. A small amount of revenue for maintenance has also come from local traffic fines. State sales tax funds returned to the City for capital improvements are used for streets only in small quantities, for such items as undergrounding of police and fire alarm systems.

Funds from any source spent by the City for street improvements in areas covered by Redevelopment and FACE projects become credits toward the local share of those projects. On the basis of these credits, matching funds are made available by the Federal government for the general budget of the Redevelopment or FACE project.

These matching funds are not normally spent for street work, but contribute in other ways to the improvement of the area.

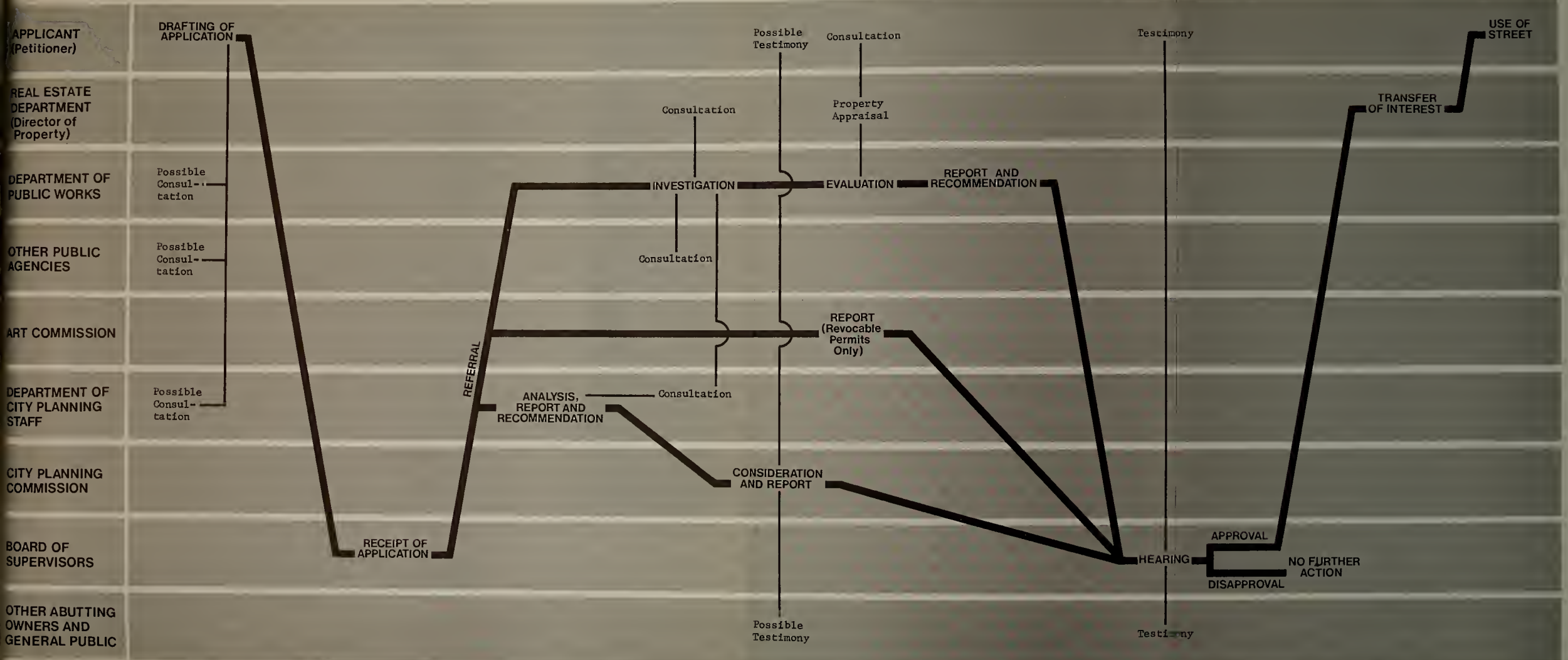
Under the Urban Beautification program, another system of Federal matching funds is employed. First, locally controlled funds are spent for projects that will improve the environmental quality of the city. These may be projects already budgeted in the City's programs. Then, on the basis of these expenditures, Federal matching funds are received, and these funds may be spent, at the City's discretion, on other projects for city beautification. Thus, there is a real gain in the City's financial capacity to make these types of improvements. The funds are spent primarily in street areas and in parks.

The City's expenditures for street work are coordinated by the Capital Improvement Program. The State regulations for use of gas tax funds and the importance of local credits for matching Federal funds have a strong effect on priorities. Improvements that will increase safety and ease of traffic flow on the existing system will also be high on the list. A full schedule of expenditures is proposed each year by the Department of Public Works and carried through the capital improvement process. The reviewing authorities are interested both in the need for each project and in maximizing the usefulness of available funds.

RELEASE OF PUBLIC STREETS

The other main category of City decisions on street matters has to do with the giving up, to some degree, of the public use of streets. The giving up of streets has, at times, been advocated as a means of encouraging development, or increasing the tax base, or bringing in revenue through the proceeds of the sale. These are quite apt to be short-sighted arguments, since development (and increases in the tax base) will probably occur at some other location in the city if it is not put in street areas, and since the sale price is meager when compared with the valuable rights being given up by the public. Much more positive and far-reaching reasons are needed to justify the release of public streets for private gain.

Although release of streets is commonly thought of in terms of vacation procedures -- that is, the total giving up of the street to private ownership -- there are other, lesser degrees of transferring an interest or altering street use. Mere closing of streets to vehicle traffic keeps the street area in public ownership and control,



PROCESS FOR STREET VACATIONS AND REVOCABLE PERMITS

still available for pedestrian use, open space and landscaping. Other public uses have also, at times, been allowed to occupy street areas on something less than a permanent basis: portable classrooms, for example, have been placed in streets to make unnecessary the purchase of private property for temporary use.

Private parties have been allowed to take over street areas without transfer of title, through revocable permits granted by the Board of Supervisors. These permits may allow full use of the street for a specified purpose, or encroachment on a portion of the street for such features as stairways, or use of air rights without vacation of the air space. Through use of air rights, an owner controlling both sides of the street may be allowed to build a bridge for pedestrian movement, or even construct a multi-story building, still maintaining a clearance underneath for passage of vehicles.

While the revocable permit technique does not allow the City to treat the rights transferred as a fully taxable real estate holding, it has the great advantage of letting the City set exact conditions as to the design and use of private improvements. The power to set conditions resides in the Board of Supervisors, upon the advice of the Departments of Public Works and City Planning and the Art Commission. This same power does not exist in the case of street vacations: once a street is released to private ownership, the City loses control of its use under present legislation. This fact would seem to support a strong policy against vacations if some lesser device can be used.

Street vacations may be approved by the Board of Supervisors, following procedures set out in the State Streets and Highways Code. Applications by abutting owners are made to the Board, and advice is sought from the Department of Public Works, Fire Department, Municipal Railway and various utilities. A referral also is made to the City Planning Commission, for a report as to the relationship to the Master Plan. With these reports the Board is to establish the public interest in either vacating or retaining the street. The Director of Property is asked to establish a value for the street area, which in the case of streets owned in fee by the City is set at one-half the appraised value of the street to take account of the loss in value to abutting owners due to loss of street access. If the City has a mere easement in the street area, the cost to the purchaser will be only the City's administrative costs in the transfer.

If, with all this information in hand, the Board determines that the street should be vacated, then the abutting owner or owners may take a deed to the street. Abutting owners in the same block who are not adjacent to the portion of the street proposed to be vacated may object to the vacation on grounds that they will lose a right of access. In the broader public sense, however, residents of the city at large may have difficulty in showing how they or other members of the public will be injured if the vacation is approved.

The complexity and importance of decisions on release of public streets, especially through vacation to private owners, calls for a strong set of policies under which the various agencies can operate. These policies should indicate when release of streets may be justified, and how the release should occur. The Master Plan is a logical location for such policies, establishing when the City Planning Commission will be likely to report favorably or unfavorably upon a matter referred by the Board. In addition to policies, the Master Plan can contain principles, indicating what, in urban design and other terms, will be the likely consequences of release of street areas in various situations.

The City is also empowered, under the Charter, to pass an ordinance setting out in detail the procedures to be followed, the criteria to be used, and the compensation to be required in these matters. The Charter invokes State law, as it now does, only in the absence of such a local ordinance. Whatever the means of establishing policies for the City in these matters, the decision-making agencies should entertain an initial presumption against release of street areas, and against a permanent and total release if some other form of transfer would accomplish the same purposes.

C. OTHER PUBLIC DEVELOPMENT

Changes in other public facilities occur less frequently than changes in the street system, but individually these other facilities are likely to have greater impact. Public buildings and open spaces are a major part of the city's fabric, and set a tone for other development surrounding them; changes in these buildings and spaces can be significant because of their size and symbolic value.

There are many demands upon public funds and public land for schools, libraries, arts centers, recreation facilities, health centers, fire and police stations, sewage treatment plants, parking facilities, transit vehicle shops, courts, administrative offices and other facilities. The challenge is to make use of the City's scarce resources to produce the highest possible level of all services, and at the same time observe high standards of design quality.

Relative to these facilities, decisions must be made -- all of them with potential urban design significance -- on three major aspects: (1) priorities, (2) sites, and (3) facility design.

PRIORITIES

The setting of priorities is done through the Capital Improvement Program, a Charter-sanctioned system that has been gaining in clarity and effectiveness in the past several years. In this program, some three dozen operating departments submit their proposals for capital improvements annually to the Department of City Planning for analysis. Priorities established within each department for these projects tend not to be disturbed in later steps, but the needs of the various departments are weighed against one another and compared with the funds that will be available.

There is an opportunity, as part of the "planning-development process", to give even more meaning to the Capital Improvement Program than it has now, using the improvement plans being developed jointly by the Department of City Planning and the operating departments as a means of evaluating each proposal. The Master Plan, against which these proposals are to be measured, needs strengthening in order that the Department of City Planning may be in a better position to advise the operating departments in the shaping of their long-term programs.

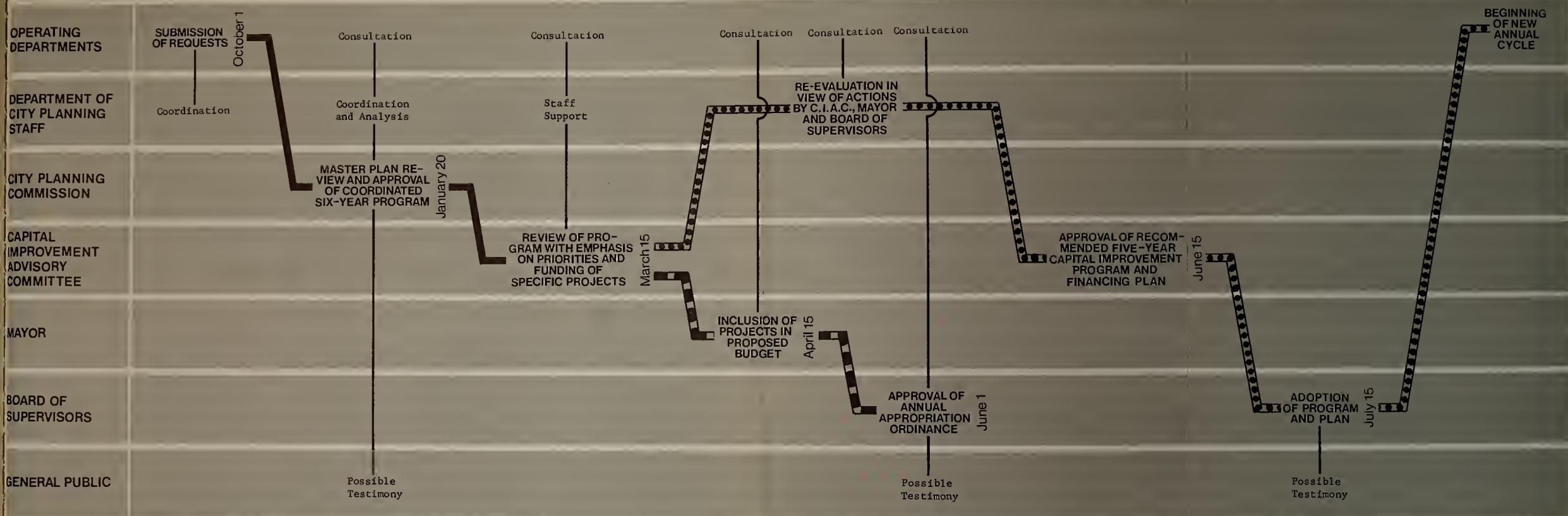
Chinese in the United States. The Chinese in the United States are a very important part of the population. They are a very hard working people and they are very intelligent. They are a very important part of the population. They are a very hard working people and they are very intelligent. They are a very important part of the population. They are a very hard working people and they are very intelligent.

There are many reasons why the Chinese in the United States are so important. One reason is that they are a very hard working people. They are a very intelligent people. They are a very important part of the population. They are a very hard working people and they are very intelligent. They are a very important part of the population. They are a very hard working people and they are very intelligent.

Relatively few Chinese in the United States are in the service of the government. Most of them are in the service of the private sector. They are a very important part of the population. They are a very hard working people and they are very intelligent. They are a very important part of the population. They are a very hard working people and they are very intelligent.

One of the reasons why the Chinese in the United States are so important is that they are a very hard working people. They are a very intelligent people. They are a very important part of the population. They are a very hard working people and they are very intelligent. They are a very important part of the population. They are a very hard working people and they are very intelligent.

Another reason why the Chinese in the United States are so important is that they are a very hard working people. They are a very intelligent people. They are a very important part of the population. They are a very hard working people and they are very intelligent. They are a very important part of the population. They are a very hard working people and they are very intelligent.



————— CITY PLANNING COMMISSION SIX-YEAR CAPITAL IMPROVEMENT PROGRAM

— ■ — ■ — ■ — BUDGET YEAR CAPITAL IMPROVEMENT PROGRAM

— ● — ● — ● — FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM AND FINANCING PLAN

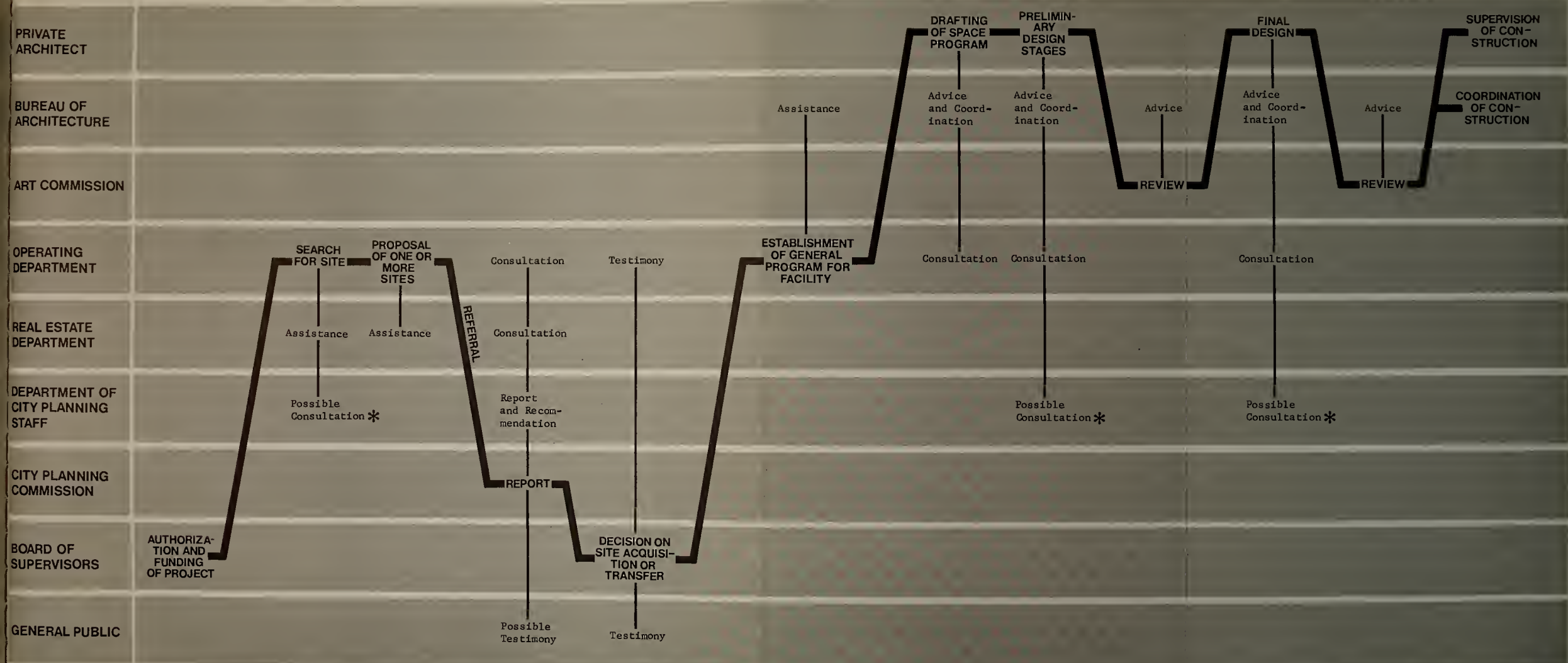
ANNUAL PROCESS FOR CAPITAL IMPROVEMENT PROGRAM

After analysis by the planning staff, the assembled Capital Improvement Program is submitted to the City Planning Commission for a judgment as to conformity with the Master Plan and for approval of a coordinated six-year program. The program is also reviewed by the Capital Improvement Advisory Committee (CIAC), established by the Administrative Code and composed of the Chief Administrative Officer, Controller, Mayor's Deputy for Development, Director of Public Works, Director of Planning, General Manager of the Recreation and Park Department, and General Manager of Public Utilities, which establishes official priorities. The CIAC also reviews the program according to the types of funds (department revenues, sales tax, gas tax and other revenues) to be assigned to each project, and later recommends bond proposals for presentation to the voters. The capital improvement budget is reviewed by the Mayor, and final decisions on the budget and on bond proposals are made by the Board of Supervisors. The actual outcome of many of the projects is, of course, dependent upon the success of bond proposals at the polls. Necessary projects that are not financed through bonds must be accounted for in future years in the capital improvement budget.

SITES

Funded projects -- and in some cases those not yet funded -- must then be assigned specific sites. In some ways the assignment of sites is really inseparable from establishment of priorities: those projects which are not by their nature confined to a designated site must be planned in terms of a certain service area and the location of other present and future public facilities. In many cases, therefore, site selection will and ought to precede submission of a project proposal for the Capital Improvement Program.

Each operating department has primary responsibility for finding its own sites. The Real Estate Department provides assistance in search and negotiation, looking first to properties that may be transferred from other agencies. Purchases of private properties have, in fact, been rare in recent years. When one or more possible sites have been found, they are submitted for City Planning Commission determination as to conformity with the Master Plan. In some cases the planning staff is able to suggest alternative sites, but usually it is not deeply involved in the site search and must confine its analysis to a single site submitted to it. The City Planning Commission's report on Master Plan conformity is not binding upon the other agencies. This report may, however, represent the



* Critical points for urban design inputs.

**PROCESS FOR PUBLIC
SITE SELECTION AND
FACILITY DESIGN**

only opportunity for the Department of City Planning to comment upon the urban design aspects of proposed projects. A more significant role for the Department in planning of public development would seem to require early and intensive involvement in site selection.

In a more comprehensive approach to site selection, such as is now being developed in conjunction with the operating departments, improvement plans for citywide deployment of public services would form a basis for area plans and service centers. The clustering of services related to districts and neighborhoods can lead to economies and to clarification of the role of the facilities from an urban design standpoint. Neighborhood residents would enjoy greater convenience in using these services, and would be able to play a larger role in planning the facilities. A version of this approach to community services planning can be seen in the current work of the Model Cities program in the Bayview-Hunters Point and Mission Model Neighborhoods, to which the Department of City Planning provides planning assistance.

FACILITY DESIGN

Once a site has been selected and funds are available, the operating department establishes a general program which is in most cases converted to preliminary and final designs by a private architect. The Bureau of Architecture of the Department of Public Works advises the private architect and carries out administrative details at all stages. Plans are submitted at preliminary and final design stages for approval by the Art Commission which, in the absence of a technical staff of its own or an established body of urban design principles, can give only limited study to the plans and to their wider implications for the city. The Department of City Planning is formally consulted only as to occasional zoning problems or other matters within its jurisdiction. A more extensive involvement by the Department of City Planning would require further staff commitment.

1975 1976 1977 1978 1979 1980 1981 1982 1983 1984 1985 1986 1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021 2022 2023 2024 2025 2026 2027 2028 2029 2030 2031 2032 2033 2034 2035 2036 2037 2038 2039 2040 2041 2042 2043 2044 2045 2046 2047 2048 2049 2050 2051 2052 2053 2054 2055 2056 2057 2058 2059 2060 2061 2062 2063 2064 2065 2066 2067 2068 2069 2070 2071 2072 2073 2074 2075 2076 2077 2078 2079 2080 2081 2082 2083 2084 2085 2086 2087 2088 2089 2090 2091 2092 2093 2094 2095 2096 2097 2098 2099 2100 2101 2102 2103 2104 2105 2106 2107 2108 2109 2110 2111 2112 2113 2114 2115 2116 2117 2118 2119 2120 2121 2122 2123 2124 2125 2126 2127 2128 2129 2130 2131 2132 2133 2134 2135 2136 2137 2138 2139 2140 2141 2142 2143 2144 2145 2146 2147 2148 2149 2150 2151 2152 2153 2154 2155 2156 2157 2158 2159 2160 2161 2162 2163 2164 2165 2166 2167 2168 2169 2170 2171 2172 2173 2174 2175 2176 2177 2178 2179 2180 2181 2182 2183 2184 2185 2186 2187 2188 2189 2190 2191 2192 2193 2194 2195 2196 2197 2198 2199 2200 2201 2202 2203 2204 2205 2206 2207 2208 2209 2210 2211 2212 2213 2214 2215 2216 2217 2218 2219 2220 2221 2222 2223 2224 2225 2226 2227 2228 2229 2230 2231 2232 2233 2234 2235 2236 2237 2238 2239 2240 2241 2242 2243 2244 2245 2246 2247 2248 2249 2250 2251 2252 2253 2254 2255 2256 2257 2258 2259 2260 2261 2262 2263 2264 2265 2266 2267 2268 2269 2270 2271 2272 2273 2274 2275 2276 2277 2278 2279 2280 2281 2282 2283 2284 2285 2286 2287 2288 2289 2290 2291 2292 2293 2294 2295 2296 2297 2298 2299 2300 2301 2302 2303 2304 2305 2306 2307 2308 2309 2310 2311 2312 2313 2314 2315 2316 2317 2318 2319 2320 2321 2322 2323 2324 2325 2326 2327 2328 2329 2330 2331 2332 2333 2334 2335 2336 2337 2338 2339 2340 2341 2342 2343 2344 2345 2346 2347 2348 2349 2350 2351 2352 2353 2354 2355 2356 2357 2358 2359 2360 2361 2362 2363 2364 2365 2366 2367 2368 2369 2370 2371 2372 2373 2374 2375 2376 2377 2378 2379 2380 2381 2382 2383 2384 2385 2386 2387 2388 2389 2390 2391 2392 2393 2394 2395 2396 2397 2398 2399 2400 2401 2402 2403 2404 2405 2406 2407 2408 2409 2410 2411 2412 2413 2414 2415 2416 2417 2418 2419 2420 2421 2422 2423 2424 2425 2426 2427 2428 2429 2430 2431 2432 2433 2434 2435 2436 2437 2438 2439 2440 2441 2442 2443 2444 2445 2446 2447 2448 2449 2450 2451 2452 2453 2454 2455 2456 2457 2458 2459 2460 2461 2462 2463 2464 2465 2466 2467 2468 2469 2470 2471 2472 2473 2474 2475 2476 2477 2478 2479 2480 2481 2482 2483 2484 2485 2486 2487 2488 2489 2490 2491 2492 2493 2494 2495 2496 2497 2498 2499 2500 2501 2502 2503 2504 2505 2506 2507 2508 2509 2510 2511 2512 2513 2514 2515 2516 2517 2518 2519 2520 2521 2522 2523 2524 2525 2526 2527 2528 2529 2530 2531 2532 2533 2534 2535 2536 2537 2538 2539 2540 2541 2542 2543 2544 2545 2546 2547 2548 2549 2550 2551 2552 2553 2554 2555 2556 2557 2558 2559 2560 2561 2562 2563 2564 2565 2566 2567 2568 2569 2570 2571 2572 2573 2574 2575 2576 2577 2578 2579 2580 2581 2582 2583 2584 2585 2586 2587 2588 2589 2590 2591 2592 2593 2594 2595 2596 2597 2598 2599 2600 2601 2602 2603 2604 2605 2606 2607 2608 2609 2610 2611 2612 2613 2614 2615 2616 2617 2618 2619 2620 2621 2622 2623 2624 2625 2626 2627 2628 2629 2630 2631 2632 2633 2634 2635 2636 2637 2638 2639 2640 2641 2642 2643 2644 2645 2646 2647 2648 2649 2650 2651 2652 2653 2654 2655 2656 2657 2658 2659 2660 2661 2662 2663 2664 2665 2666 2667 2668 2669 2670 2671 2672 2673 2674 2675 2676 2677 2678 2679 2680 2681 2682 2683 2684 2685 2686 2687 2688 2689 2690 2691 2692 2693 2694 2695 2696 2697 2698 2699 2700 2701 2702 2703 2704 2705 2706 2707 2708 2709 2710 2711 2712 2713 2714 2715 2716 2717 2718 2719 2720 2721 2722 2723 2724 2725 2726 2727 2728 2729 2730 2731 2732 2733 2734 2735 2736 2737 2738 2739 2740 2741 2742 2743 2744 2745 2746 2747 2748 2749 2750 2751 2752 2753 2754 2755 2756 2757 2758 2759 2760 2761 2762 2763 2764 2765 2766 2767 2768 2769 2770 2771 2772 2773 2774 2775 2776 2777 2778 2779 2780 2781 2782 2783 2784 2785 2786 2787 2788 2789 2790 2791 2792 2793

SPECIAL SITUATIONS

There are several types of public facilities which have unusual characteristics and are therefore treated somewhat differently from other facilities, although most follow generally the outline described above. Among these are:

1. *Recreation Facilities.*

Parks and other facilities for recreation are varied in size, extremely visible in the city structure, and used by nearly all residents. Because of their extent and variety, these facilities are among the most difficult in the setting of priorities. Maintenance costs of developed portions are heavy, while at the same time the other portions await development to make them fully usable. Opportunities come and go for the acquisition of other irreplaceable natural assets, such as the Sutro Baths property. Some special funding is available, including Federal Urban Beautification assistance, but these funds fall far short of needs. Pressures continue, also, for the placement of non-park uses in the parks, due to the scarcity of other sites for public facilities. In view of these many special problems, overall planning such as that now being conducted by the Recreation and Park Department and the Department of City Planning is essential.

2. *Public Housing.*

Housing built for public ownership is unique among City facilities in that it is designed to be similar to facilities produced in the private market. In fact, recent changes in the approach to public housing have emphasized the similarity to private housing and the integration of public housing into established neighborhoods. The turnkey program, in which housing is built by private developers and turned over to the City, is part of that trend. Housing is unique, too, in the simultaneous nature of site selection and building design work, giving the Department of City Planning a good opportunity to work with the Housing Authority in both site selection and review of building plans.

3. *Port Development.*

With the takeover of the Port from State jurisdiction, Port development has become part of the City's public facilities development process, but only to a certain degree. Port revenues are used for Port purposes, and traditional functions such as docking of ships and storage of cargoes remain completely under the jurisdiction of the Port Commission. However, properties not required for such uses may be made available to private developers under long-term leases, and such properties are subject to zoning controls adopted pursuant to Master Plan provisions applicable to the waterfront. Development of Port properties to the best public advantage is dependent, therefore, upon simultaneous planning and careful review of facilities for both the Port Commission and private developers.

4. *City Properties Outside San Francisco.*

A number of City properties, especially those owned by the City utilities such as Hetch-Hetchy and the Water Department, are located outside San Francisco. These properties are extensive, and they provide important services to residents of the city and of other communities. Such properties must be considered together with those inside the city in review of the total program for public development, since the out-of-city properties contribute revenues, require expenditures and are purchased and sold in the same manner as properties inside the city.

5. *State and Federal Properties.*

Land and facilities of higher government jurisdictions inside the City are not subject to local zoning or other controls. This rule applies, for example, to the Presidio, the University of California Medical Center, and even special districts such as BART. Public opinion and City ties to Washington and Sacramento can, however, exert influence upon the higher governments as to use of these properties. Other issues arise when such properties may be declared surplus and made available for City or private use. In all these cases, the City will be able to deal most effectively with the other governments if its own planning policies and priorities are made clear, and if a climate is established in which referral of State and Federal development plans for City review is felt by all parties to be constructive and necessary.

The conclusion that emerges in these special situations, as well as in all other cases of public and private development throughout this report, is that urban design planning will be truly effective only if undertaken in a comprehensive manner, with objectives, principles and policies stated in advance of development, and with more specific terms of reference for each project spelled out through early and free discussions among architects, developers and the urban design planning staff.

